Performance Objectives And Instructional Cues

OUTLINE AND PRESENTATION

LESSON PLAN X-D

INTRODUCTION

Course Title: Barricaded Person and Hostage Situations

Instructional Goals:

Introduce the student to the basic issues related to being the first responder to a barricaded person or hostage situation.

Instructional Objectives:

Upon completion of this course, participants will be able to:

- 1. Define a barricaded persons situation.
- 2. Define the role of the first responding officer to a barricaded persons or hostage situation.
- 3. Define what to do if confronted with a hostage or barricaded persons situation.
- 4. Define deployment if called to a barricaded persons or hostage situation.
- 5. List the kind of information to gather at a hostage or barricaded person situation.
- 6. Define the concerns in a hostage or barricaded persons situation.

Instructional Methods:

Lecture and discussion

Handouts:

Handouts and overheads

Estimated Time:

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Bibliography and References:

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Mandatory In-Service Training Course 93-310 Officer Safety Awareness VI. (1996) Municipal Police Officers Training and Education Commission Hershey, PA 17033

Mandatory In-Service Training Course 93-306 Officer Safety Awareness III (1993) Municipal Police Officers Training and Education Commission. Hershey, PA 17033

<u>Basic Training Curriculum of Massachusetts Police Officers</u>, (1998) Massachusetts Criminal Justice Training Council.

FBI Law Enforcement Bulletin (April 1989) A guide for First Responders to Hostage Situations. S Department of Justice Washington, DC

Instructor:	Presentation Date:	
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I. A Barricaded Person Incident

- A. A barricaded person incident generates a unique situation that may have begun as a suicide attempt, a burglary, robbery or another type of crime gone badly. The barricaded person is usually armed, desperate and capable of doing grievous bodily harm to himself, the officer, and the public. A barricaded subject will be driven by predominately one of four basic motivations:
 - 1. Attention
 - 2. Power
 - 3. Revenge
 - 4. Despair
- B. It causes the police officer and his department to respond to a barricaded suspect and a hostage situation initially in the same manner. The safety of the public, the officer and the barricaded person demand it. For the purpose of training the handling of a barricaded person and a hostage situation will be discussed together.
- C. When responding to the scene of an incident in which persons are being held hostage or barricaded persons will not voluntarily surrender, or when persons are taken hostage during the course of an ongoing police incident, pursuit, etc.

 Keep in mind that there are two (2) broad categories of hostage situations:
 - The classic hostage situation where the hostage taker is contained within a room, building, store, or other physically segregated area;
 - 2. The mobile hostage situation, in which the hostage taker is on the street or another location where he/she is not restricted by clear physical boundaries.
- D. Hostages are taken for many reasons, not all of which are initially apparent.

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- E. As there are two (2) broad categories of hostage situations, there are <u>seven types of hostage takers.</u>
 - 1. <u>Professional criminals</u> who are interrupted or trapped during the commission of another crime and are attempting to escape. The hostage taker holds the victims of the crime as hostages.
 - 2. <u>Domestic situations</u>. The husband holds the wife hostage threatening to kill her and himself due to domestic problems.
 - 3. <u>Inadequate personalities</u>, persons with psychological problems who want to air some grievance or otherwise attract attention to themselves.
 - 4. <u>Loose knit groups</u>, such as prison or jail inmates who hold the guard's hostage to publicize grievances or gain freedom.
 - 5. <u>Kidnapping,</u> holding a victim for ransom money, political or other considerations.
 - 6. <u>Tightly knit and well-organized groups</u>, such as terrorists.
 - 7. In political terrorism, the reason includes showing the public that the government is not able to protect its citizens. Also taking hostages virtually guarantees immediate media coverage, and after repeated hostage incidents, it is the hope of the terrorist that the government may overact and become excessively restrictive with its own citizens, thus causing civil discontent and a grassroots movement to overthrow the government. (Bolz, Frank)
- F. Hostage negotiations are based on the theory of cognitive dissonance which, explained in everyday language, means that something is worth whatever someone is willing to pay for it. The first 15 to 45 minutes of a hostage crisis (excluding a rescue attempt). According to research data, it takes about 45 to 60 minutes for a hostage negotiation team to respond. In the first few minutes of a hostage incident, the suspect's anxiety may over power their rational thought processes. Their worst fears have come true, they are trapped by police. Suspect may not think, but act on impulse or out of desperation.

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- II. Steps to be taken as a first responder to a barricaded felon incident or other life threatening situations. (Note instructor should refer back to module XI-B on securing a scene in Dispute Intervention/Conflict Management and Suicidal Persons)
 - A. The first officer on the scene shall:
 - 1. Think about being mentally prepared. "Who is the adversary?"
 - 2. The area must be secured to ensure your safety and the safety of the public. Render first aid as needed, call for emergency medical personnel to be on standby in the outer perimeter (described later in this module).
 - 3. Take cover and protect yourself while assessing the situation. Attempt to isolate, contain, evaluate the situation, and call for additional resources. I.e. Supervisor, **S**pecial **E**mergency **R**esponse **T**eam, (SERT) hostage negotiator, interpreter, etc. Wait for assisting police officers to arrive whenever possible and plan for their deployment.
 - 4. Request and wait for backup and instruct backup the best way to approach. (Inaccurate, unmade, and incomplete radio broadcasts were factors in **nine** (9) peace officers deaths in California from 1990-94.) When radioing the officer should mention, the weapon or weapons involved. The use of lights, siren or silent approach, where the danger zone lies so that other responding officers do not blunder into the line of fire while responding to the scene.
 - 5. Where to park, how to enter: if you are going to enter, etc.

III. When confronted with a hostage or a barricaded persons situation you should:

A. Assess the situation and insure sufficient patrol response pending the arrival of the SERT and Hostage Negotiation Team.

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- B. Establish police lines to control the subject's mobility and to prevent uninvolved persons from entering the area.
- C. Do not use a show of force, don't allow the suspect to observe all the police. However, make sure that his avenues of escape are closed off.
- D. Attempt to slow the pace of the incident down, this will help you control what is taking place. Take your time, gain time, it's on your side. Try to reduce the likelihood of further violence.
- E. Maintain firearms discipline unless your life or the life of another is in imminent danger. (Beware of the automatic response syndrome.)
- F. Obtain all available information on the location, (maps, aerial photos, and blueprints). Interview persons who are familiar with the location.
- G. As far as the initial responding officer is concerned, there is no urgent need to begin negotiations or even to converse with the perpetrator. Doing so, in fact, may lead to some problems. Deadlines may be set and the hostage-taker's clock might start ticking before reinforcements arrive on the scene, before a negotiator is available, before tactical people are in place, and before commanders are on hand to make decisions. Certainly, the best course of action for the first responding officer's to wait until a trained negotiator is on the scene. (Bolz, Frank)
- H. Try to identify the hostage taker and obtain as much information about him as possible. His physical description clothing, etc. His relatives and acquaintances should be interviewed and witnesses should be detained for later debriefing.
- I. If he/she has been institutionalized, where, for how long and for what reason?
- J. Play down past events...(robbery shooting, aggravated assaults, etc). If he asks you how the victims are, say they are OK from the last time you saw them.
- K. Be aware of the type of weapons, number, amount of ammunition, condition of hostages and avenues of escape.

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- L. Never say no, simply say you understand his demand and will pass it on to a higher authority.
- M. Never make alternative suggestions. Example: I want a helicopter, how about a plane instead.
- N. Don't bring in outsiders, wife, minister, friends, unless you discuss it with the commander, the outcome could become violent or hostile.
- O. If you sense the possibility of suicide then ask him directly. "Are you going to commit suicide?" This question is one that is always asked in suicide prevention.
 - 1. He may realize how he feels.
 - 2. It may be the first step in establishing rapport.
 - 3. You can encourage him to drop his weapon and come out.
- P. Never expose yourself to negotiate face to face, he may be a "misery loves company" type guy.
- Q. Carefully, plan for his/her surrender.
 - 1. Tell him to leave the weapon down and come out, do not take it directly from him.
 - 2. He may panic and change his mind.
 - 3. Also bear in mind that if he leaves the weapon the hostages may get it and take revenge. So have him leave it where you can see it. You have to play it by ear whether to have him come out or the hostages first.
- R. Never dismiss any request as trivial, cigarettes, soda, etc. If they are requesting food do not give them fast foods. It is better to give them foods that they need to prepare. This causes them to take the time to prepare the food as well as creating a bond between the hostage taker and the hostages, making it more difficult for the hostage taker to do harm to the hostages.

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- 1. Be aware of the <u>Stockholm Syndrome</u> this is an automatic, probably unconscious, emotional response to the trauma of being a victim. It is not a rational choice by the victim who decides consciously that the most advantageous behavior in the predicament is to befriend his/her captor. This feeling is possibly introduced by a high level of stress as participants are cast together in a life-threatening environment. Each participant must achieve new level of adaptation or, regress to an earlier stage of ego development in order to stay alive.
- 2. The Stockholm Syndrome (coined by Dr. Harvey Schlossberg a police officer psychologist with the New York City Police Department) is characterized by a positive bond which effects the hostages and More Importantly, the hostage taker. This positive emotional bond, born in the stress of the situation, serves to untie its victims against the "outsiders". It seems to be beyond the control of the victim and the subject. There are three phases of the syndrome,
 - a) The positive feelings of the captives toward their captor (s).
 - b) Accompanied by negative feelings toward the police.
 - c) Feelings are reciprocated by the captor (s)
- 3. Law Enforcement must <u>encourage</u> and <u>tolerate</u> the first two phases so as to induce the third and thus preserve the lives of all the participants.

IV. Barricaded subject assessment – Indicators of subject's motivation.

- A. Motivational Possibilities
 - 1. Attention
 - 2. Power
 - 3. Revenge
 - 4. Despair

Handout #1

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B. Subjects Emotional State

- 1. Unstable, anxious frustrated.
- 2. Ineffective; strong feelings of inadequacy.
- 3. Angry, manipulative, demanding. May seem either cool or distraught.
- 4. Angry, possibly homicidal: hut at being reject4ed, betrayed or abused.
- 5. Gloomy, passive, hopeless; suicidal

C. Your "Gut" Reaction

- 1. Annoyance over subject's "flakiness"
- 2. Anger; resentment at being considered a pawn.
- 3. A sense of fear about subject's intensity.
- 4. A feeling that subject is too far "gone" to save.

D. Subject's Common Reaction to Your Initial Contact

- 1. Telling you to listen often irrational demands or "important" information.
- 2. Rejection of your intervention of voicing of immediate demands.
- 3. As indication that it's "too late" to stop his/her intended action.
- 4. Silence or depressive, disjointed comments.

Handout#1 Cont'd

V. Your most promising options for Effective Manipulation.

A. Attention

1. Calming dialogue, focused on compassion and empathy; avoid abrasive, insensitive orders; keep your force capabilities secondary and low-key; stress concern for suspect's safety.

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B. Power

1. Calming dialogue, leading to overt negations; buy time and gradually induce pressure; keep your force options openly present as part of the negotiation.

C. Revenge

1. Calming, compassionate dialogue, with awareness that the subject may try to buy time to realign the situation in his favor; avoid agreeing that violent revenge is justified; consider prompt intervention with force if the object of the revenge is a hostage.

D. Despair

1. Calming, compassionate dialogue with possible self-disclosure that you have "been there", too; avoid trying to unrealistically build subject's optimism and self-confidence; beware that he may try to manipulate you into using force as a means of "suicide" by police.

VI. Deployment of personnel at the scene of a barricaded person or hostage situation.

- A. Take a position of cover from firearms.
- B. Keep out of range of weapons if possible.
- C. Back off if the safety of the hostage, barricaded person or others are threatened by your remaining where you are.
- D. The Communications Center should advise all units responding to the incident to avoid the inner perimeter, (to be described later) and not to use lights and sirens as they approach the scene.
- E. Establish field command post outside of inner perimeter and the potential line of fire. The command post may be a patrol car, a mobile command post or a building with the necessary communications.

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- F. Keep a log, even if you have little or no contact with the hostage taker, the tactical team and negotiation team will be looking to you for any information to aid in developing an overall strategy. Thus early impressions, no matter how vague, are critical. Record all communications with the subject, as well as your impressions. Note his exact words, if possible. Listen carefully for clues regarding the subject's emotional state, age, race, etc.
- G. Implement hostage negotiation procedures, beginning with the establishment of the inner and outer perimeters, as described later.
- H. Verify that the SERT and Hostage Negotiation Teams are responding.
- Uninvolved civilians should be evacuated, if safety permits.
 They should be properly identified and detained for questioning to obtain pertinent information about the incident.
- J. Confer with the Supervisor of the SERT team and the Hostage Negotiators Unit upon their arrival to evaluate location and coverage of inner and outer perimeters, as well as evacuation of the area.
- K. Attempt to establish contact with the person holding the hostages or the barricaded person, pending arrival of hostage negotiator(s). <u>Remember</u> first responder communication with the perpetrator(s) should be a stop gap measure until specially trained negotiator(s) can arrive.
- L. Have the Commanding Officer and the Communications Center appraised of the situation and provide telephone numbers of the field command post, as well as the radio frequency to be used for the incident.
- M. The ranking supervisor on the scene is in command and will coordinate police operations. If a barricaded person is contained and poses no immediate threat or danger to any person, no additional action will be taken without the authorization of the supervisor of the Hostage Negotiation Team. <u>Remember</u>, a negotiator MAY NOT command and a commander MAY NOT negotiate!

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VII. The inner perimeter.

- A. Once the evacuation is completed, or at least is in its final stages, an inner perimeter must be established. This is an area of immediate containment, a frozen area, encompassing the incident location. This inner perimeter should be free of anybody who does not have a need to be there.
- B. Establishing this inner perimeter makes it easier to identify the principals involved, to maintain control of the perpetrators, and to maintain control of the situation. The area should be defined by police. It is not always feasible to rope off or tape off the area, but the reference should be transmitted to all at the scene. The area and its reference points should also be recorded at the command post so later arrivals can be briefed. Anyone in this area must wear a protective vest appropriate to the level of threat that is presented. In addition no one will be permitted in the inner perimeter.

1. Except:

- a) Commanding Officer, Supervisor and personnel under his/her command
- The hostage negotiator and personnel under his/her command. It should be noted that the negotiator should <u>not be</u> the chief of police. This keeps the senior officer open for decision making. It also allows for planning and gives time for tactical maneuvering. (i.e. The hostage taker wants something... the negotiator states he must see his chief for the answer).
- c) Commanding Officer of the SERT team and personnel under his/her command.
- d) Any other person(s) with permission of the Supervisors on the scene.
- e) If a mobilization point was not established earlier, or if the first mobilization point was not in the best location to which manpower and equipment can respond. It should be located or if need be relocated now. The mobilization point should be convenient but should also be concealed, situated in such a way that the perpetrator cannot observe the assembling officers and equipment.

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f) Street situations, or mobile hostage situations, present added hazards. The ability to control the subject's movement and the prevention of uninvolved persons unwittingly entering the inner perimeter are limited by the setting in which the incident occurs. The proper deployment of personal will aim to control access to the inner perimeter as well as to control the subject's mobility. Natural boundaries, such as fences, building lines, parked cars, and walls should be used to contain the subject. Department vehicles, strategically placed, can be used to contain the incident or to block escape routes.

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VIII. The Outer Perimeter

- A. A secondary control area surrounding the inner perimeter. This area should be sufficiently removed from the actual scene of the incident to ensure the safety of all spectators, including members of the news media.
- B. The establishment of the outer perimeter also dictates the evacuation of all non-essential personnel from this area, vehicles, as well as all civilians shall be diverted from this area so as not to impede police operations.
- C. This area may be used to serve as a staging area for additional necessary police personnel and for other agencies (i.e., Fire department, Emergency Medical Services, Bomb squad, K-9, etc.)

IX. Information to be gathered at a hostage or barricaded person situation.

- A. The gathering of information as quickly and as accurately as possible will greatly affect the outcome of any hostage situation be it terrorist or otherwise. However, intelligence, no matter how accurate, becomes valueless and useless unless communicated to the appropriate individuals.
 - 1. Keep a log of everything going on.
 - 2. If he/she makes a statement that you are unsure of, ask him/her what he/she means (i.e. "Soon everything will be OK, meaning what?")

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- B. The following is a checklist of information that can be used to gather information on the suspect(s) and hostage(s). Who:
 - 1. Suspect(s)/hostage(s)
 - 2. Number
 - 3. Tentative ID (s) (name or numerical designation)
 - 4. Description (s) (physical and clothing)
 - 5. Photo(s)
 - 6. Record(s) check
 - 7. Psychological profile (s)
 - 8. Medical profile(s)
 - 9. Other factors
 - a) Input from family and friends
 - b) Behavior with
 - (1) Alcohol
 - (2) Drugs
 - (3) Attitude
 - (4) Life support
 - (a) Food
 - (b) Excretions
 - (c) Medications (Bolz, Frank)

X. Concerns in a hostage or barricaded persons situation.

- A. The law enforcement response to a hostage situation must be to manipulate the will of the criminal and minimize the importance of the hostage to the criminal.
 - 1. Non-negotiable demands: The following demands, which might be made by a hostage taker, may not be met under any circumstances. The Negotiator may discuss these demands with the subject in order to take advantage of the negotiating opportunity, but a supervisor SHALL NOT agree to the demand of:
 - a) Weapons or ammunition of any kind.
 - b) Additional hostages
 - c) Exchange or substitution of hostages.
 - d) Controlled substances, except by prescription.
 - e) Release of inmates from jail.

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- 2. <u>Other Demands</u>: Other demands may be evaluated and decided upon according to the circumstances.
- 3. Ten Commandments of Negotiation Before any of these points can be put into practice, the subject being negotiated with must be contained and if hostages are an issue, must share the same environment as the hostages. If not, negotiation will be as effective because no pressure can be applied which will create a need on the part of the subject.
 - a) Be conscious of both verbal and non-verbal language. Record all communications and impressions from non-verbal clues.
 - b) Listen actively and deliberately.
 - c) Never set a deadline, avoid meeting deadlines.
 - (1) Work through them, both yours and the subject's, even for something as simple as a request for coffee (i.e., I'll have it for you in ten minutes). Once you have the coffee then wait until he brings the subject up again, break off contact stall for time.
 - d) Give hostages only the minimum attention necessary, do not increase their importance to the hostage taker.
 - e) Give nothing unless you receive something in return.
 - (1) Don't volunteer anything, if you listen to him/her will tell you what is on his/her mind.
 - (2) Don't give anything up easily, make the subject earn it.
 - f) A demand known to be prohibited by your department may be discussed from a negotiation viewpoint; from a command standpoint it is not negotiable.
 - g) Be honest and keep promises.
 - (1) If you can avoid it, do not lie. Be as honest as possible, you must gain his/her trust and lengthen negotiations.
 - (2) You may have to negotiate with this person again.
 - h) Do your own negotiating.
 - (1) Be wary of civilian or "professional" negotiators actually talking with the subject or doing the negotiating.

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- i) Do not violate department rules regarding faceto-fact negotiations.
- j) Maintain the general impression that you are an instrument for helping rather than hurting the subject.
 - (1) Avoid being manipulated and be prepared to be authoritative.
 - (2) If necessary, let the subject know that you can hurt them as well as help them.
- XI. Criminals are reacting to law enforcement tactics with their own counter measures in order to negate the effectiveness of the law enforcement response. Failure to be aware of the following can seriously compromise and jeopardize basic tactical operations.
 - A. Wear your vest! Four (4) on duty felonious deaths in California in 1990-94 can be attributed to either not wearing body armor or wearing body armor that was not appropriate to the level of the weapons being used. Body armor is the single most effective piece of passive safety equipment that an officer can utilize.
 - B. Failing to anticipate the defendants wearing body armor.
 - C. Failure to anticipate the suspect(s) arming themselves with multiple and more sophisticated weapons such as high capacity handguns and assault rifles, tactical shotguns, submachine guns, etc.
 - D. Not realizing considerations should be taken in the event of confrontations if civilians are present in the immediate area.
 - E. Fail to anticipate more than one suspect.
 - F. Giving orders that can lead to escalation which would unnecessarily jeopardize the safety of the hostage.
 - G. Failing to anticipate an action which might agitate or provoke the subject.
 - H. Suspects monitoring law enforcement radio frequencies.
 - I. Suspects using portable communication (radios, cellular phones, etc.) to maintain contact with each other during the commission of a crime.

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- J. Suspects using distraction techniques such as reporting false calls at other locations.
- K. Putting yourself in an unprotected position.
- L. Your failure to know when to retreat for tactical cover.
- M. The officers failure to contain the scene.

XII. Recommendation:

A. Be aware of complacency and/or overconfidence. (There was one incident where a police officer positioned himself in front of the location of a silent robbery alarm. He was murdered by one of the fleeing suspects. It appeared the police officer assumed the call was a false alarm.) Mental preparedness significantly helps peace officers avoid unnecessary dangers. The importance of using proper tactics and techniques in handling crimes in progress can not be understated. Continued training, mental awareness, teamwork, proper planning, effective communication and preparing for a "worst case scenario", can reduce the inherent risks involved with crimes in progress.

XIII. The duty and responsibility of the tactical team.

- A. Four (4) police officers were murdered by armed suspects during special operations such as building entries on warrant services and undercover drug operations in California from 1990-94. In all four (4) case studies, variance from the basic tactical plan contributed to the officers' death! Utilization of a standing, well trained properly equipped tactical team provides an additional safety margin in a high risk building entries. There is an increased likelihood of officer injury or death whenever ill equipped and/or poorly trained entry teams are used in high-risk situations. It is highly recommended that the tactical teams need to have:
 - 1. Frequent team training in high-risk tactics; wear body armor appropriate with the threat.
 - 2. Proper evaluation and utilization of each teams member's capabilities and an overall evaluation of the teams capabilities.

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- 3. Proper utilization of appropriate tactical equipment:
 - a) Listening devices.
 - b) Video cameras.
 - c) Night sensitive binoculars.
 - d) Telephone lines, cell phones.
 - e) Radio's.
 - f) Bullhorn.
 - g) Portable lighting.
 - h) Chemical agents.
 - i) Any other necessary equipment.
- We also need to control the environment. This has 4. two meanings, referring to both the physical environment (light, temperature, noise, the view outside, access and egress, etc.) and to the atmosphere in which the negotiations are conducted (including such things as initiating communication, controlling discussion, and regulating the pace of negotiation). Once control of the environment has been established, the manipulation of it becomes a viable option in the hostage negotiator's tool kit. Raising or lowering the temperature controlling the amount of light, raising or lowering the amount of "outside" noise, even odors such as cooking smells or the sent of perfume can be used to influence the situation.
- 5. Accurate intelligence information and an improved assessment process of potential threats.
- 6. Secure maps, aerial photos, and blueprints, interview persons who are familiar with the location.
- 7. Tactical rehearsals to increase the likelihood of a successful resolution.
- 8. Secure the area to protect fellow officers and the public.
- 9. Secure and have on hand sufficient communication equipment on the designated or tactical channel to be used.
- 10. A heightened level of officer safety awareness.

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XIV. Situations in which a tactical team would be needed.

- A. Family dispute with armed disputant.
- B. Armed suspect with a hostage(s).
- C. Barricaded armed suspect(s).
- D. Threatened suicide victim armed.
- E. Any other situation where additional manpower is needed to protect the public.

XV. Securing the outside of a building with a minimum amount of officers.

- A. Technical equipment set up: (What, Where, How)
- B. Each one of the windows as well as the door can be observed by a member of the containment team and or a rescue unit. It should be also noted that the subject although contained, has a limited visibility of the officers on the outside of the building. The command post out of the suspect view and yet is close enough to the scene to lend physical assistance if needed.
- C. It is preferable that the police prohibit, or at least restrict, the movement of the suspect, since a mobile situation is usually not in the best interest of law enforcement personnel. Although there may be times when "going mobile" produces a tactical advantage for the authorities.
- XVI. Have the class, if possible, demonstrate securing a building in a mock exercise. Should this be not possible due to limitations the securing of a room or the use of visual aids may be supplemented.
 - A. Remember in the aforementioned demonstration in addition to what has previously discussed the class shall discuss the location of doors, windows, furniture placement, location of the telephone(s), main water valve, main electric turn off, heat and air conditioning units, basement and roof top accessibility to the subject. As well as engaging in the placement of electronic equipment, such as listening devices, video cameras, etc.